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the road ahead





**By Joseph S. Clark, Jr.** MAYOR, 1952-1955

This is the fourth and final report to the citizens of Philadelphia on the progress and problems of their city during my tenure as Mayor.

It is traditional, at such times, to dwell at length on the accomplishments of the administration and to emphasize the material evidences of progress. In the report which follows I shall indulge in that luxury to a certain extent, for I believe that we have come a long way in four years.

We have made such strides, in fact, that any readable report can touch only the highlights. In these pages, for instance, there will be scant mention of the administrative reorganizations, the advances in management, establishment of sound fiscal policies or the continuing battle against our inheritance of neglect and decay.

■ It is impossible to give each department and agency its due share of space and credit. This entire report justifiably could be devoted to almost any one of them.

In the first few pages we will attempt to indicate, through specific examples, the concept of municipal government by which we were guided, and the concrete accomplishments of the years 1952-55. Unfortunately, there is no way we can demonstrate here the unselfish devotion of the men and women, in and out of City government, who

made these achievements possible. And there is no way to portray the new spirit abroad in Philadelphia, the new pride of citizens in their city, or its new stature among the nation's metropolitan centers.

■ This record of very real and hard-won accomplishment, however, does not present a comprehensive picture of the state of our city today. For this reason, the greater part of this report is devoted to consideration of the most pressing problems still before us, and what steps may be taken to solve them. Thus the title of the report has been borrowed from Mayor Richardson Dilworth's 1956 "State of the City" message to City Council—"The Road Ahead."

It is an apt title. We cannot afford too long a look backward; we cannot enjoy even a brief moment of complacency so long as Philadelphia faces the threat of strangulation by traffic, decay through spreading urban blight, and economic exhaustion as a result of the flight of industry to the suburbs.

On the contrary, we must continue our efforts for improvement in every area, and we must channel a greater proportion of our resources into the attack on the trouble spots. We made a start in that direction in 1955. We mapped the necessary preliminary plans for an integrated system of transportation to speed the flow of people and goods in, through and around Philadelphia.



■ It is typical of former Mayor Clark that he should introduce this report with emphasis on the future and only a brief glance at the outstanding accomplishments of his administration. Throughout his tenure his eyes were on the road ahead.

Entering the first year of our responsibility for the administration of Philadelphia's government, we found much for which to be grateful. Where once there was chaos compounded of incompetence and neglect, there was at the end of 1955 an orderly process of government with vision and energy, providing the people of Philadelphia with a level of service unprecedented in the city's history.

Yet Mr. Clark is the first to note that many challenges remain to be met. One of his administration's most significant achievements was to define the nature and scope of our city's most serious long-range problems, and to carry out the basic studies required to arrive at their solution.

His administration has provided us with a firm foundation on which to build. Upon it we must erect a structure of truly modern municipal government serving the needs of all our people.

Our primary responsibilities in the years immediately ahead are to preserve the gains of the past four years, advance standards and improve services wherever possible, and to put into action the plans designed to overcome the major obstacles to our city's progress.

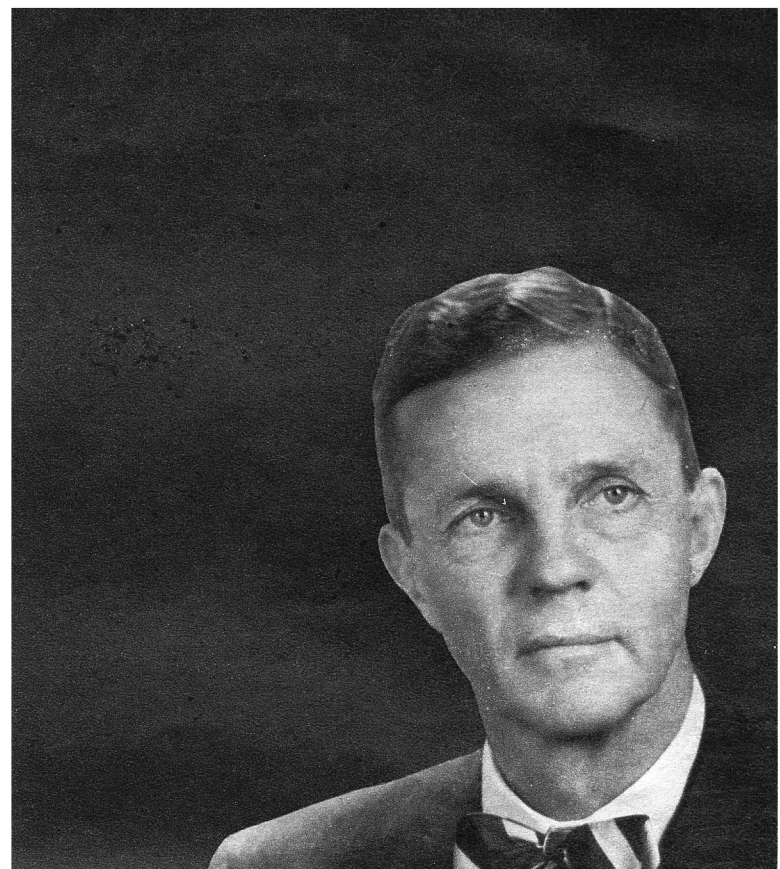


We developed and put into action a "workable program" for a long-range solution to the problem of urban blight, and we devised an industrial land use program.

These programs must be implemented and pushed through to a successful conclusion. To do so will take hard work, imagination, courage—and money. A substantial amount of each ingredient will be required.

■ In the past four years we have attacked and overcome other problems of comparable magnitude. We rescued the Police Department from political servitude and reversed the trend to a rising crime rate; we eliminated the waiting list for beds in tuberculosis wards in the city's hospitals; we sharply reduced the amount of smoke in the air over our city; we established a merit system for the employment and advancement of City workers; we constructed effective recreation and welfare programs to fill the void which existed in these areas, and we planned and carried out an imaginative but sound capital improvement program.

I am confident that the obstacles in the road ahead, formidable as they are, will be overcome by the people of Philadelphia and their city government.



These roadblocks have been identified. To give them convenient labels, they are traffic and transportation; housing and urban blight, and economic development. These are very brief titles for complex subjects. How well we meet the challenges which they present may well determine whether our city lives or dies.

There is no quick or easy way to solve these problems. And there is no bargain basement in which solutions may be bought. Fortunately, the surveys and studies begun during the Clark administration provide the foundation for ultimate success.

Careful planning was essential. Philadelphia has had more than its share of bitter experiences, in the past, with expensive attempts to solve major problems by ill-considered projects and piecemeal planning.

■ But we are now at the point where we can, and must, translate these plans into positive action. We must move as rapidly as possible to bring into being the necessary physical improvements. We must enlist the cooperation of nearby governmental units and private industry in an attack on our mutual difficulties, and we must in turn offer them our full cooperation. We must obtain the financial aid without which these plans cannot be fully realized.

At the same time, we must press forward with those projects designed to meet our immediate needs. A traffic light in a strategic position may well be an integral part of a comprehensive system of urban traffic and transportation; an improved pier on the Delaware may help bring an industry to Philadelphia; a relatively small housing project surely will bring closer the day when our city will be free of slums.

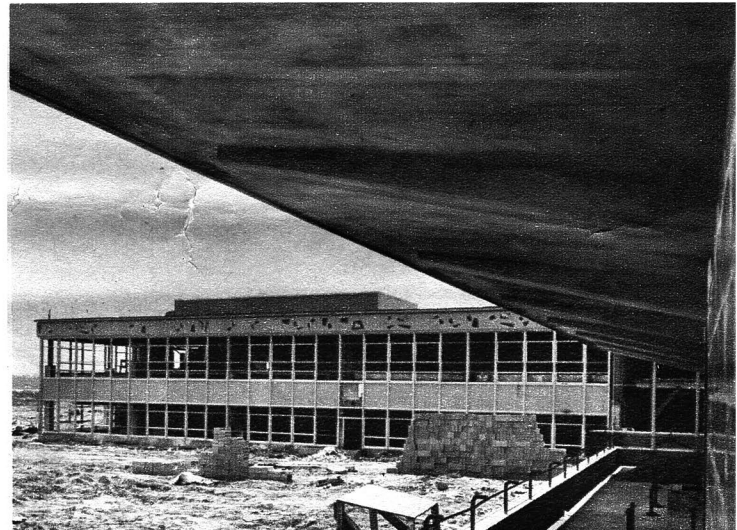
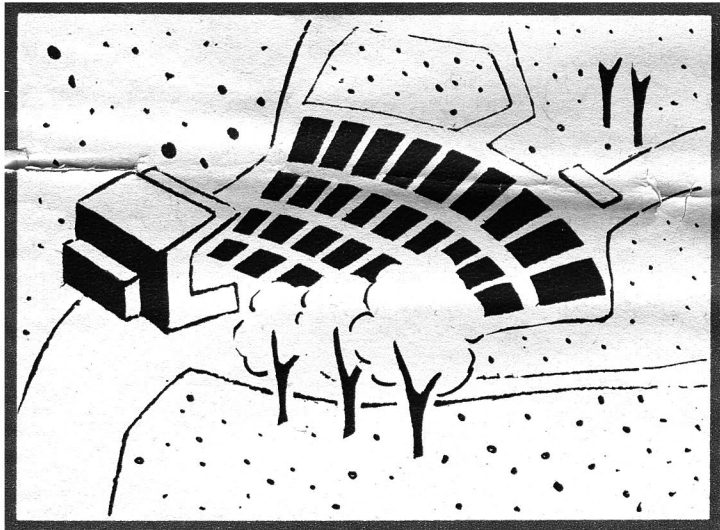
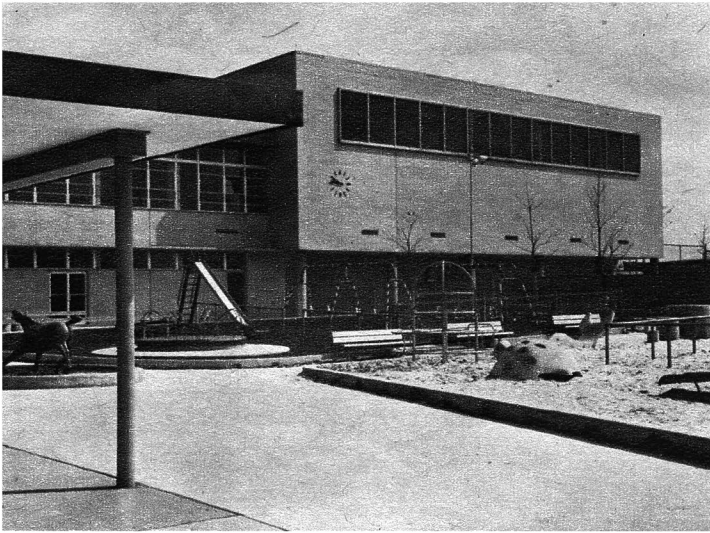
■ And we must continue to advance our new programs of health, welfare and recreation; our effective fight against crime and fire; our highway improvements, street lighting system, refuse disposal facilities and street cleaning services; and our essential water supply and sewage disposal systems. Meanwhile, we must search diligently for every possible increase in administrative efficiency and economy, so that the taxpayer may receive full value in service for each tax dollar.

These are ambitious objectives. There is no thought that the final solutions will be achieved in this four-year administration, for improvement in government must be a continuing process. I am sure, however, that we shall continue on the road to good government and a better city, and that we will justify the confidence of former Mayor Clark and the citizens of Philadelphia.



**By Richardson Dilworth,** MAYOR





In line with the policy that government should be measured by the quality of services to its citizens, priority attention was given to those services most closely touching the people. In the fields of **health, welfare** and **recreation** the past four years brought dramatic improvement.

The visible evidences of this renaissance included the new buildings at Philadelphia General Hospital's two divisions; the new district health centers; recreation centers like the Fredric R. Mann center pictured on this page; reconstruction of Robin Hood Dell; redevelopment of squares and parks to provide pleasant spots for relaxation; imaginative play equipment at playgrounds, and the start on new cottages at Riverview, also shown here.

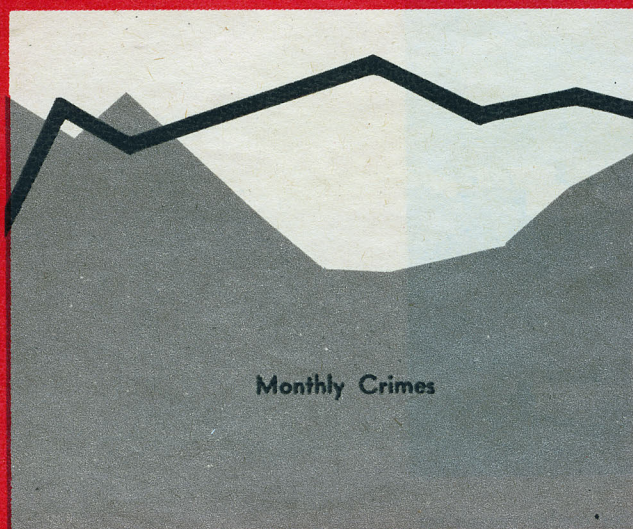
Many of these physical improvements stemmed directly from the City's new approach to its responsibilities. The recreation program, which attracted nationwide attention, was designed to reach all age groups and almost every conceivable interest, as well as all geographical sections of the city. In the new recreation centers,

Junior played basketball, sister studied drama, mother took up ceramics and father played checkers. There are also programs in which the entire family can participate.

The Department of Welfare took its name seriously—which was not always so in the past. The well-being of its charges at Riverview, the Children's Reception Center, and in foster homes became its primary concern. In a broader sense, the Department also concentrated on the welfare—the chance for rehabilitation—of the inmates of the House of Correction and County Prisons under its jurisdiction.

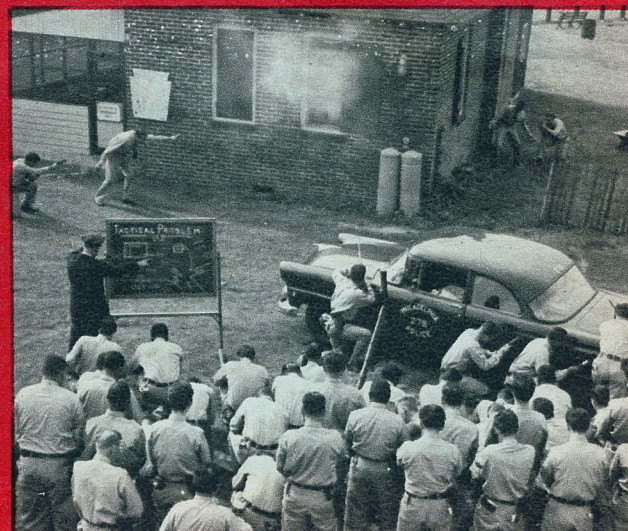
There was new emphasis on prevention of disease by the Department of Health and a vast extension of services in fields such as maternal and child health; pest control; industrial hygiene; health education, and mental health. The Department is justifiably proud of two other major achievements—drafting of the new Health Code and the establishment of a firm partnership between public and private health agencies and the medical profession.





1954

1955



**Public safety** forces of the City of Philadelphia reached new heights of achievement in the years 1952-1955. Cold statistics tell the story of advances in the fight against crime and fire.

The nationwide crime wave hit Philadelphia just as hard as it struck other metropolitan centers. But reorganization of the Police Department, improved and intensified training, mechanization and the inauguration of bold new measures paid off in 1955. Despite improved methods which assured accurate reporting, there was a 20 per cent drop in the number of major crimes.

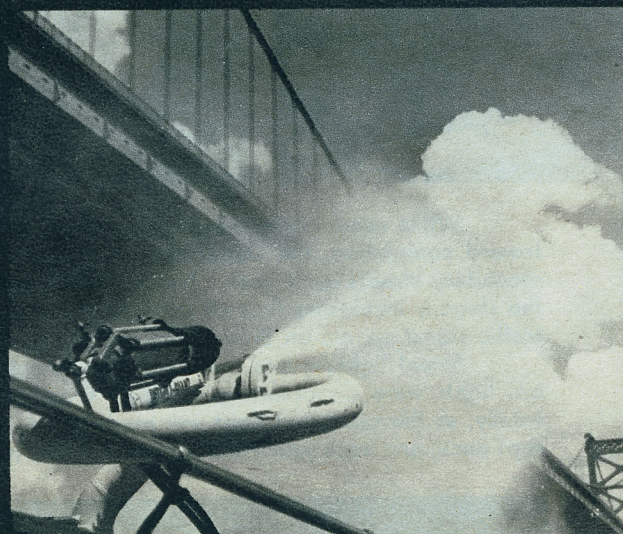
Concurrently, and at least equally important, there was a substantial increase in the percentage of cases solved—"cleared by arrest," in the official police terminology.

New and vigorous approaches to fire prevention and fire fighting also paid dividends. In 1955, the number of fires dropped 6.4 per cent; dollar losses from fires were down more than \$3,000,000 from 1953. Three times the city's fire prevention programs

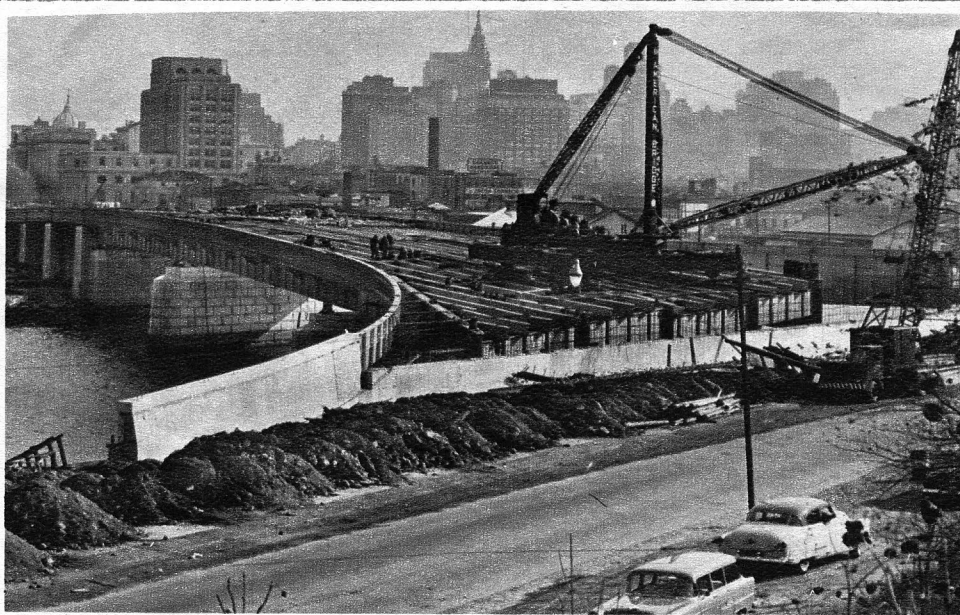
won top awards—once for the best program in cities of over 1,000,000 population and twice for the most effective job done by any city, regardless of size, in the United States and Canada. The National Association of Fire Underwriters took a careful look at the facts and upgraded Philadelphia from its former disgraceful rating of Class IV to Class III—and indicated that another step up could be attained in the near future if improvement continues.

There were other evidences of progress. New police and fire stations replaced many of the quarters which have served since horses drew the fire engines and the policeman's only means of summoning reinforcements was the rap of his "billy" on the sidewalk. New equipment, often specially-designed to meet the needs of Philadelphia's crimefighters and firefighters, appeared.

With modern techniques and traditional determination, Philadelphia's policemen and firemen met new threats to the citizens' safety and property.







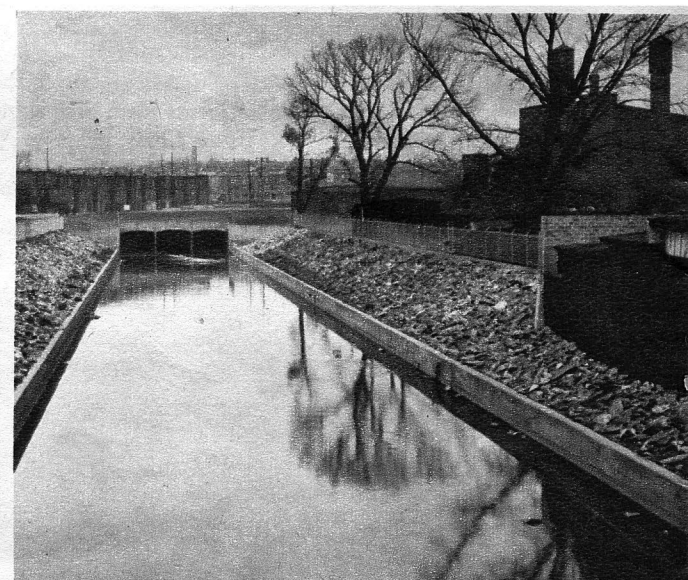
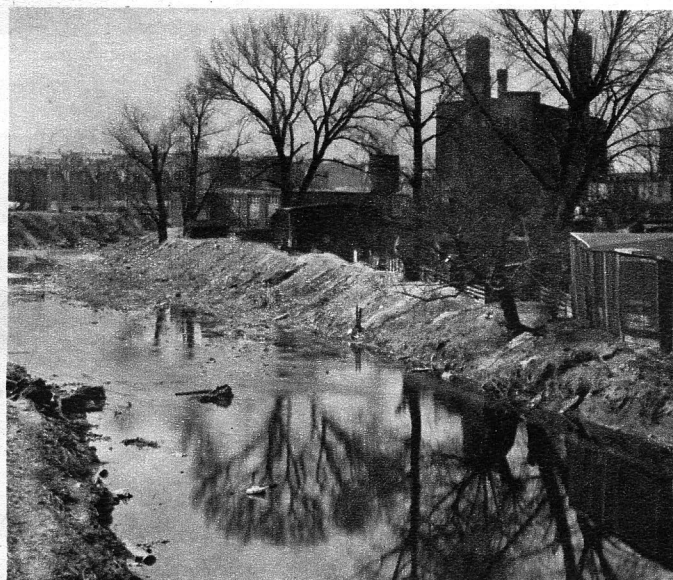
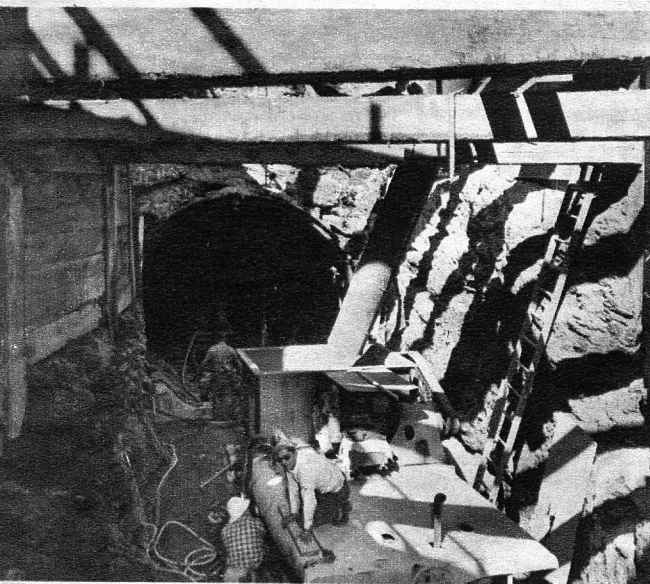
Engaged daily in tasks ranging from street cleaning and water meter repairing to multi-million dollar engineering projects, the Streets Department and the Water Department made substantial progress in eliminating long-standing grievances of Philadelphia's citizens.

The Water Department's ten-year, \$235,000,000 improvement program brought the city water supply unconditional approval by the United States Public Health Service for the first time in seven years. The program to improve quality and taste continued even after this achievement, and citizen complaints dwindled.

One vast engineering project cut down river pollution, as the Southwest and Southeast Sewage Treatment plants were put into operation and miles of intercepting and connecting sewers were constructed. Flood control measures included the building of huge storm sewers and rehabilitation of stream beds, pictured here with "before and after" photographs of a section of Frankford Creek.

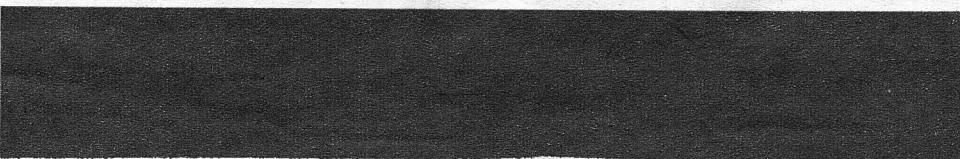
The Department also pushed its program of "universal metering"—the installation of water meters in every building—to assure that each water user pays his fair share of the total cost.

Streets Department activities touched every section of the city and even the air above it. Expansion of incinerator capacity and the building of the new Northeast Incinerator made it possible to promise that burning of refuse on open dumps will end in mid-1956.



While sweeping new expressways and their connecting links were being rushed toward completion, the Department also paved and repaired hundreds of miles of secondary streets each year. Traffic engineers employed every device to cope with the steadily increasing flow of automobiles, including the installation of an electronic traffic signal system on Broad Street.

Street lighting was improved throughout the city. Picturesque but inefficient gas lights were disappearing rapidly. Open, horse-drawn trash trucks disappeared totally, as the sanitation fleet was modernized. Improvements in collection schedules kept pace, and each year Philadelphia retained its title as the nation's "Cleanest City."







In 1951, Philadelphia's airport was a little frame building surrounded by the meadows of Southwest Philadelphia. Today it is one of the most modern in the nation, and the terminal building has become one of the city's showplaces. Passenger volume is up 70 percent and air freight figures have followed a similar trend.

Critics said the new building was too big—that it would become a "white elephant" eating up the dollars of the taxpayer. But by the end of 1955 the tremendous increase in passenger and freight traffic had made it necessary to provide additional facilities—and the airport's income was more than sufficient to meet its operating expenses.

This story-book success undoubtedly was the most spectacular achievement of the City's Department of Commerce, created by the Home

Rule Charter to coordinate the management of such business-generating facilities as the port, airport and the Trade and Convention Center. But the Department was carrying out its other responsibilities in equally effective if less sensational, manner.

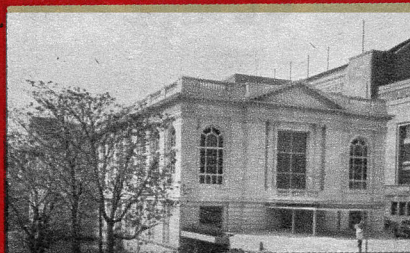
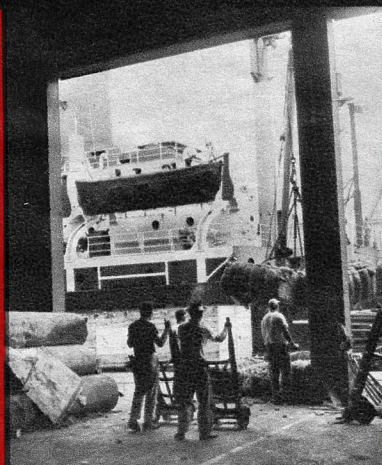
Renovation of City-owned port facilities, aggressive promotion of Philadelphia's advantages, and cooperation with other public and private port interests contributed to increases in river traffic. By 1954 the port was first in the nation in the amount of foreign imports, and it is bidding for the lead in total foreign tonnage. Second only to New York in terms of all tonnage (foreign and domestic) the port set a new record of more than 85,000,000 tons in 1955.

The Trade and Convention Center—consisting of Convention Hall and the buildings of

Commercial Museum—was completely overhauled and developed into an effective instrument for the promotion of new business for Philadelphia. Outstanding physical improvements included the air conditioning of Convention Hall and reconstruction of the North Building of Commercial Museum.

Efficient management of the Department's major facilities was reflected in impressive figures—a gain of \$763,629 in net operating position. Port, airport and the Center progressed from an operating cost of \$367,177 to the City Treasury in 1951 to an estimated operating balance of \$369,452 in 1955.

Meanwhile, the Department was establishing the groundwork for an effective government-business partnership and an industrial development program.





Microfilming of records saves space



**New departments** were designed to gather related functions into logical groups, and in many cases to provide services almost totally lacking in previous years. In this general classification are the Departments of Records, Licenses and Inspections, and Public Property.

Prior to 1952, all departments and agencies devised their own forms, kept or discarded records according to their whim, and either jealously guarded their historic documents or ignored them. The Department of Records brought order out of this chaos.

In the process it saved the City thousands of dollars by elimination of superfluous forms and the sale of tons of worthless records. It made available acres of badly-needed office space as file cabinets were emptied of the trash accumulated over the years. It unearthed, restored and placed on display priceless documents hidden in unlikely places. And it introduced modern methods of record-keeping to make sure that essential documents are available and useless ones are destroyed.

Creation of the Department of Licenses and Inspections made it possible for Philadelphians to acquire almost any type of license or permit without scurrying from building to building and office to office. It also cut unnecessary red tape—the time for issuing many permits to plumbers, builders and

The Market Street "El" is coming down



architects, for instance, was reduced from two weeks to 20 minutes.

The Department also took over the task of protecting the health and safety of Philadelphians by inspections in the fields of building, plumbing, electrical installations, sanitation and zoning. Through streamlined organization and intensive in-service training of inspectors, it contributed immeasurably to the battle against fire hazards, slums and disease.

The Department of Public Property took under its wing a variety of services previously assigned to several City agencies. Responsible for supervision of transit activities, it saw through to completion the gigantic task of extending the Market Street subway-elevated and subway-surface system to West Philadelphia. Early in November, 1955, the first trains and trolleys ran through the new tube, and demolition of the elevated structure began.

Meanwhile, the Department made an impressive start on the job of rescuing City-owned buildings from decay, and transforming such ancient structures as City Hall into reasonably modern and efficient office buildings. In addition, it extended and improved police and fire communications systems; established a car pool to replace the individual automobile services previously maintained by departments, and developed effective automotive maintenance facilities and systems.



"Cafeteria Service" for license applicants





Rarely in the public eye, the **"management group"** is as indispensable to effective city government as the agencies which are more spectacular and more familiar to the citizens. Without efficient operation of the administrative services, few if any accomplishments would have been recorded.

Their importance was recognized by those who drew up the Home Rule Charter. The Managing Director, Director of Finance and the City Solicitor (with the City Representative and Director of Commerce) make up the Mayor's official cabinet. The Civil Service Commission and the Personnel Department were given independent status.

The Office of the Managing Director was created to supervise the operations of ten aptly-named service departments and to minimize friction and duplication of effort among them. The success of the experiment is attested by the achievements of those departments—fire, police, streets, water, health, welfare, recreation, licenses and inspections, public property and records.

Perhaps the most-publicized action of the Office was the midtown parking ban instituted late in 1952. The Highway Emergency System, designed to ease traffic jams in snowstorms, hurricanes and similar situations, also came in for a share of public attention. But routine activities of the office—work simplification programs, establishment of new administrative procedures, negotiations of contracts such as the agreement with the Philadelphia Electric Company permitting quicker and cheaper modernization of street lighting—contributed substantially to Philadelphia's progress.

In 1952, the Director of Finance of the City of Philadelphia was charged with the responsibility of developing and maintaining modern systems of accounting, budgeting, purchasing and collecting revenues for the third largest city in the country. His equipment was at that time reminiscent of the era of the quill pen.

Fiscal and financial procedures have been brought up to date, and electronic business machines have replaced the army of clerks transcribing figures by hand. The budget has been transformed into a realistic document; capital improvement financing has been placed on a sound basis; collection procedures have been tightened; rigid standards have been set for materials and supplies purchased by the City, and the award of contracts has been placed on a purely competitive basis.

The Law Department handled the City's legal affairs with distinction. Again, the cases which made headlines were a minor part of the overall effort. The drafting of ordinances, preparation of contracts, responses to requests for formal opinions or informal legal advice made up the bulk of the Department's work.

At the end of 1955, the Department had completed the monumental task of compiling the "Code of General Ordinances." More than 100 volumes of ordinances—some passed as long ago as 1794 and still in effect—were sifted, rewritten and digested into one compact volume, complete with index by subject.

The Civil Service Commission and the Personnel Department also filled almost complete vacuums in Philadelphia's governmental structure. Starting somewhat behind scratch, they set up systems which assured that City workers would be hired and promoted on the basis of merit; that they would receive equal pay for equal work; that they would receive benefits comparable to those of employees in private industry, and that they would be protected against capricious dismissal.

By 1955, a steady stream of municipal officials from all areas of the nation were visiting Philadelphia to study the municipal machinery. The management group had played a major part in transforming the city from a horrible example to a model of good government.



Business machines replaced "quill pens"



Civil Service exams were realistic





■ Despite the impressive record of accomplishment of the past four years, there remain several problems which so far have defied satisfactory solution.

Problems, fiscal and physical, are multiplying for every metropolitan center in the United States. Philadelphia's great promise for the future lies in the fact that the city government is aware of the major obstacles on the road ahead—and is doing something about them.

Pictured on these pages are examples of two threats to the city's welfare, and phases of the city's defenses against them. A steadily-increasing stream of traffic clogs streets which once—like the Benjamin Franklin Parkway—were con-

sidered so spacious as to be expensive luxuries. One answer is the improvement of existing highways—like Roosevelt Boulevard.

Similarly, fashionable residential neighborhoods have deteriorated into overcrowded slums. The once-pleasant vista of backyard gardens and shade trees has been replaced by trash-strewn yards and alleys; the gracious homes of another era now are decaying tenements.

One avenue of attack on this problem is the public construction of housing, like the Schuylkill Falls development, for low-income families.

But these are not the only obstacles, nor are these the total solutions. Improved roads and new highways, paradoxically, have a way of

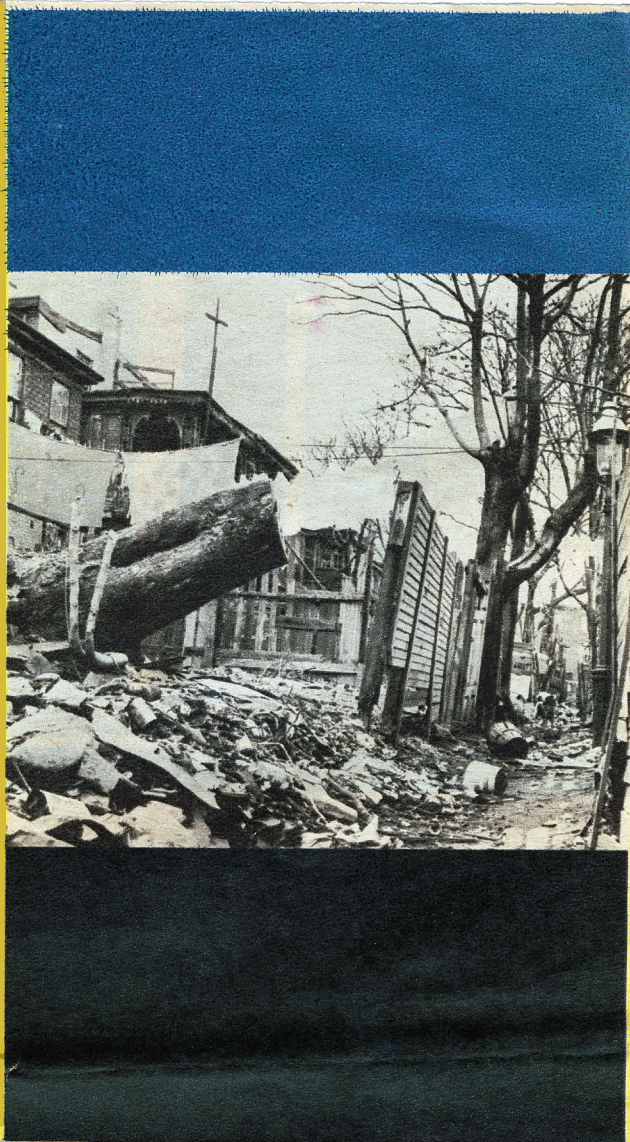
generating more traffic and producing even greater congestion in the center-city area. And there is neither enough money nor enough time to rip out and rebuild slums faster than these blighted areas are growing.

Master plans have been mapped for a comprehensive traffic program, a total attack on decay in commercial as well as residential areas, and an integrated plan to improve the city's economic base.

The first steps in these directions have been taken. Full implementation of the programs—which will require the resolving of critical financial problems—is the primary objective in the years ahead.





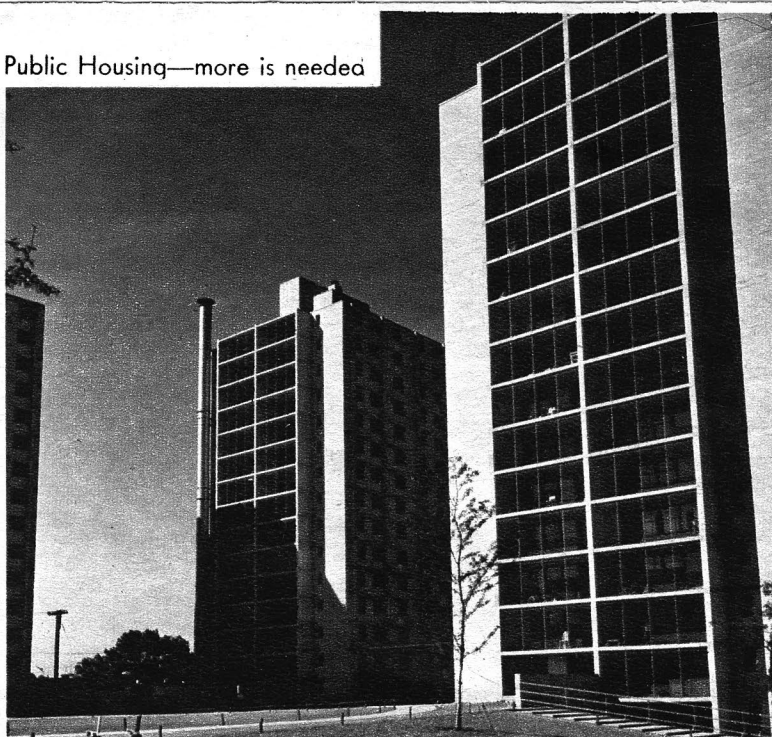


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Public Housing—more is needed



Philadelphia's comprehensive program to **clear** out existing **slums** and prevent the growth of new ones has brought the city national recognition for leadership in this field. But the problem is one of money as well as program, and City officials admit frankly that they can do little more than fight a delaying action with their present financial resources.

Establishment of the Office of the Housing Coordinator in 1953 was a long step toward development of an effective attack on the problem. Until that time, there had been no central agency for the coordination of plans and activities of the numerous public and private agencies in the field.

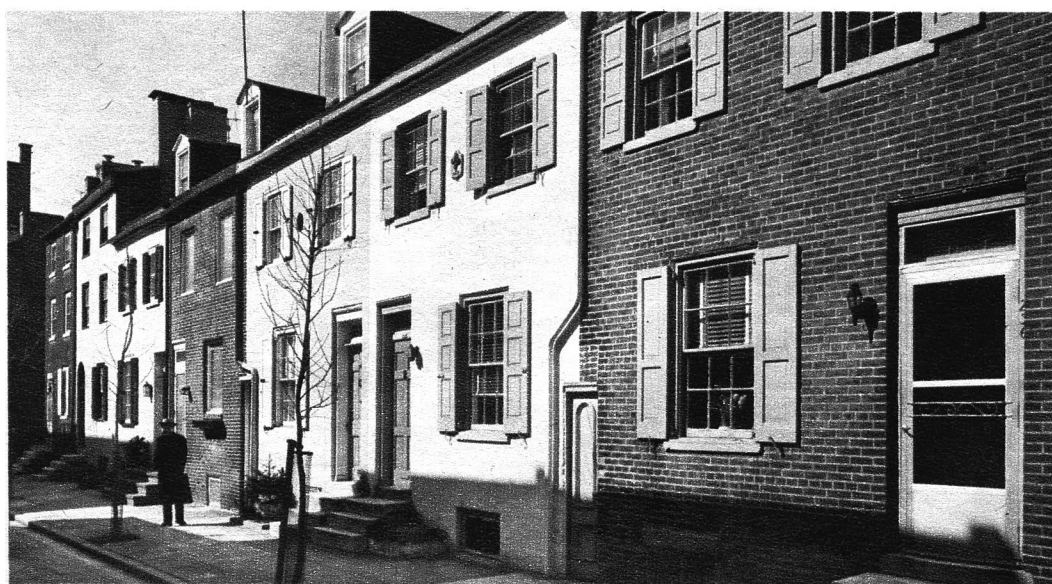
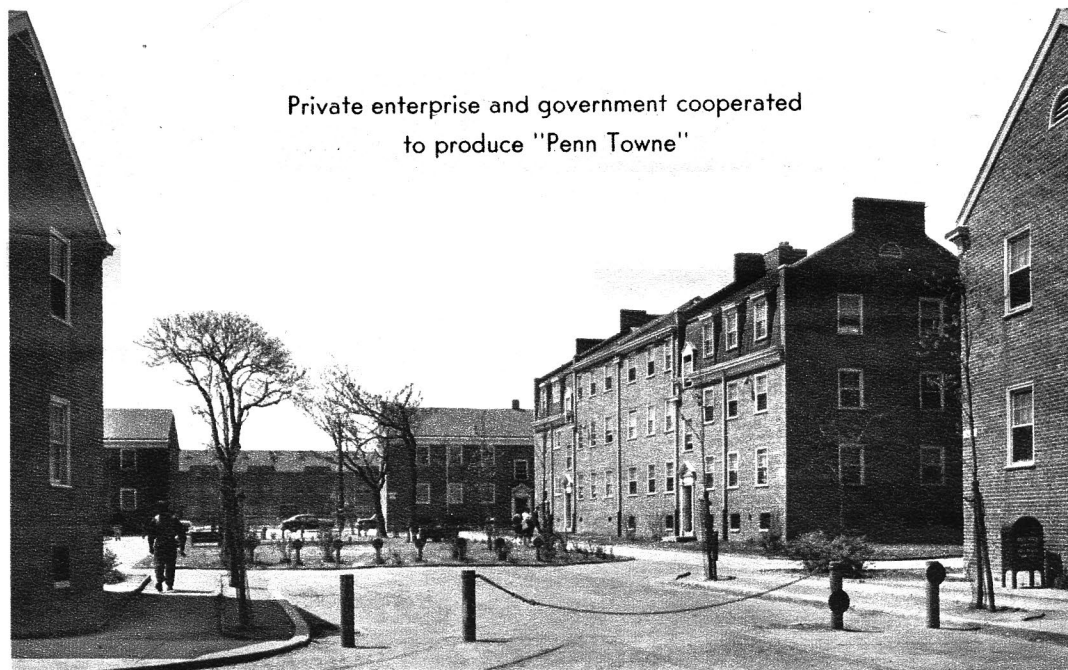
Under the leadership of the Housing Coordinator the overall, long-range plan was mapped, and the first steps were taken toward putting the plan into action. Redevelopment and public housing play a large part in this effort, of course,

but so do the cooperation of private enterprise and the individual citizen.

The new approach recognized the differing needs of neighborhoods, and stressed the fact that it is cheaper to prevent slums than to rebuild them. Slum clearance, where physically and financially possible, was a part of the program. Rigid enforcement of City laws, including the new Housing Code, was employed to bring substandard properties up to the level of decent housing. And in neighborhoods where the first indications of blight were beginning to appear, the aid of community organizations, property owners and tenants was enlisted in efforts at conservation and rehabilitation.

The indications of progress are impressive. Public housing developments are providing homes for families which otherwise would be forced into sub-standard dwellings. A pilot project to test the results of code enforcement in a slum section

Private enterprise and government cooperated to produce "Penn Towne"



Home owners can preserve pleasant neighborhoods

has measurably improved that area. Encouragement of conservation and rehabilitation measures has demonstrated that this approach can slow the deterioration of neighborhoods.

If Philadelphia is to win the battle, however, these efforts must be intensified and expanded. Every realistic survey shows that the number of homes sinking into slum status each year is greater than the number rescued.

It is obvious that the trend must be reversed within the next few years, if Philadelphia is to survive. It is equally obvious that the City alone cannot afford to spend the enormous sums required to wipe out the slums.

Financial aid must be obtained from the State, which never has participated in the program, and a substantial increase in Federal funds must be secured. Meanwhile, the present program must be pushed with each and every resource at the City's command.





Residential slums are such a critical problem that they have overshadowed other forms of **urban blight**. But the more thoughtful observers of the Philadelphia scene have noted that the same cancer of decay has invaded commercial areas, particularly those in the shadow of City Hall.

The indicated remedies are similar, and just as expensive. Fortunately, the first bold steps to reverse the trend have been taken, and private enterprise has indicated a willingness to carry the major portion of the financial burden.

Center-city redevelopment will be a prime objective of the City Planning Commission, working closely with other City departments and with private developers and investment houses. Focusing attention on two specific areas, the Commission will concentrate on:

1. Completion of Penn Center. Already developing closely along the lines of the plan proposed by the Commission in 1952 (a plan called "visionary" and "unrealistic" by the ever-present pessimists), the Center promises to become the finest center-city development of any large city in the world. With the cooperation of real estate owners in the area, the street-level esplanade is to become a reality. The underground concourse, with a skating rink and several other areas open to the sky, is under construction, as is the subterranean street system. Plans for "pigeonhole" underground parking garages beneath the old Broad Street Station site and Reymann Plaza, with a combined capacity of over 1000 cars, are aimed at the two-fold objective of easing the parking problem and providing additional park space on the surface.

2. Revitalization of the area between 2nd

and Broad Streets, from Walnut to Lombard Streets. With work already progressing on a variety of projects in the Independence Hall area, plans have been mapped for rehabilitation of the entire section. Private redevelopers and large insurance companies and savings banks have given assurance of assistance. The Independence Hall project alone will transform nine complete city blocks, and will form an inspiring nucleus for widespread improvement.

As these plans develop, the City will contribute to their prompt realization by making available the necessary services, much as it did in the case of the Food Distribution Center now being created on the former wastelands of Southeast Philadelphia.

The combination of public enterprise and private investment gives promise of new life for a dying section of the city.







## traffic and transportation

In his "State of the City" message, Mayor Dilworth listed traffic and transportation as Philadelphia's "first" problem. He said that "all of our great cities face death by strangulation unless this problem is solved," and he charted the course toward the necessary solution.

Basically, his plan calls for implementation of the program proposed by the Urban Traffic and Transportation Board as quickly as possible. But he notes that this is by its very nature a long-range program; it is an integrated plan involving the cooperation of many governmental units and many private transportation enterprises in the metropolitan area. It also will require the expenditure of large sums of money.

■ Meanwhile, immediate needs must be met. These range from the filling of "potholes" in city

streets to the improvement of major roads and the development of traffic engineering surveys looking toward better traffic patterns, parking regulations and stop-light synchronization. Construction of new links in the expressway network must be expedited—with due care that they conform to the long-range plan.

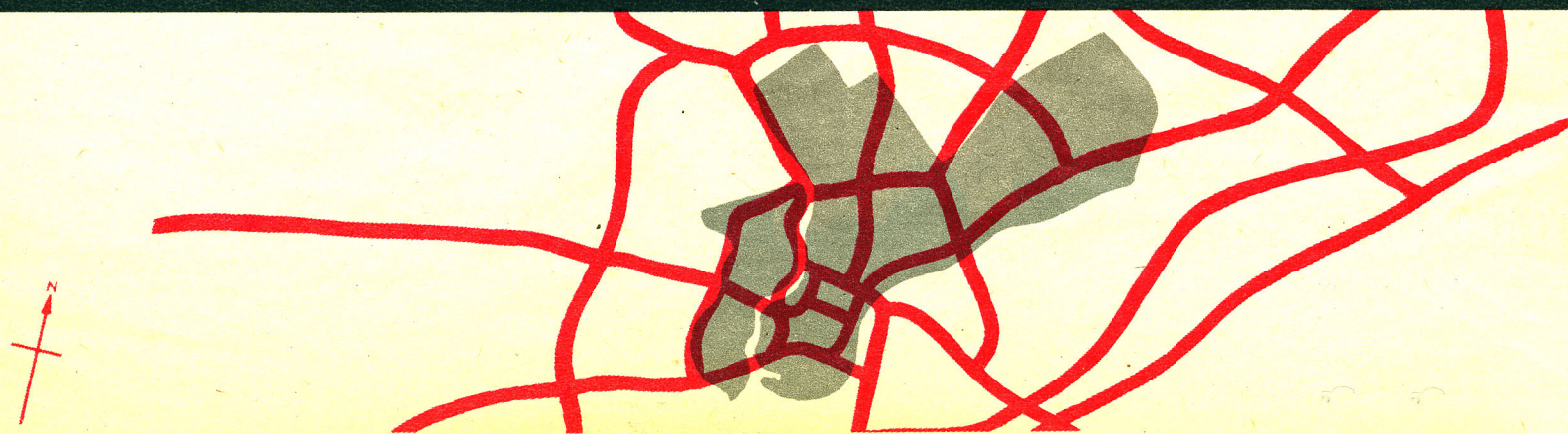
■ The ultimate solution, however, is the completion of the highway network and its integration with a program of mass transportation including buses, trolleys, subways and railroad commutation services. The Mayor summed it up when he stated that "there must be mass transportation sufficiently modern, convenient, comfortable, rapid and reasonable in cost to re-attract the thousands upon thousands of riders who have turned to the automobile to meet their transit needs."

A good part of the expressway pattern is

under construction or contract—all of it is at least on the drawing boards. An effective system of mass transportation, in the city and the surrounding area, must be tied in with these limited access highways.

Negotiations with the Philadelphia Transportation Company, which operates all of the city's transit facilities, will play a major part in determining the speed with which the program is carried out. The contract between city and PTC expires in 1957, and a decision must be reached as to whether the agreement will be renewed.

■ According to Mayor Dilworth, "the report of the Urban Traffic and Transportation Board makes it apparent that if we are to have a unified transportation system, it is necessary to acquire control of the whole PTC system." He notes, however, that "there is no thought that the city itself would actually operate the system."





The importance of an aggressive program of **economic and industrial development** was recognized early in the Clark administration. As the necessary basic studies were accomplished the seriousness of the problem was brought into focus.

Discussing this in his "State of the City" message, Mayor Dilworth pointed out the tendency in all major cities for industry and residents to move to the suburbs.

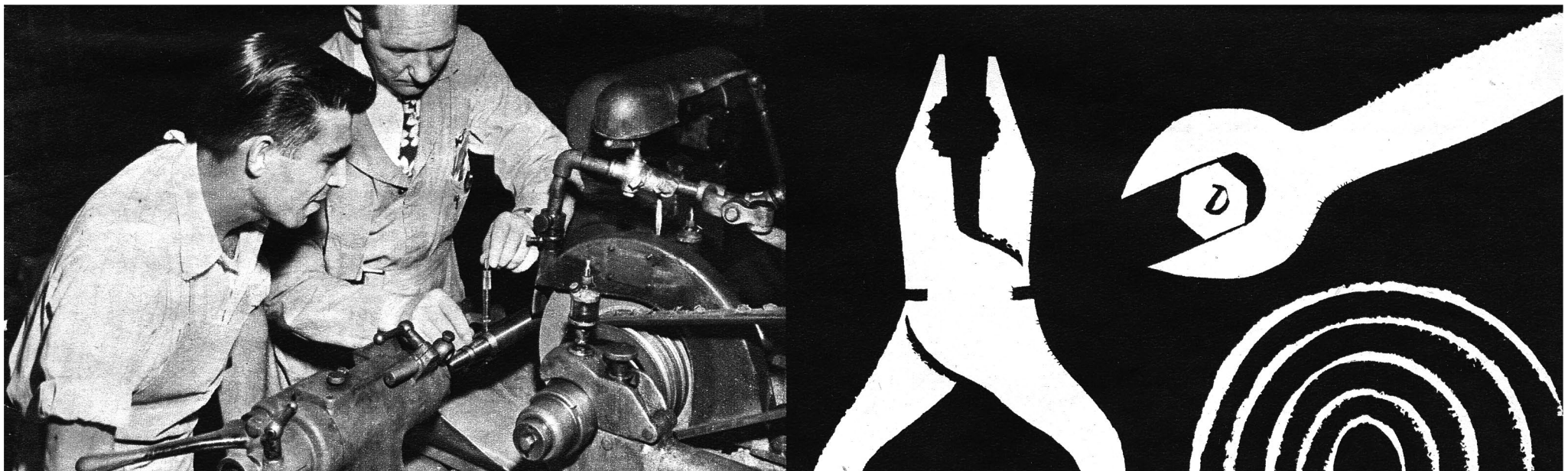
"We can reverse this trend only by a program designed to keep our present industries here, and attract new ones," he declared. "The keystone of such a program is making land available which will present the same advantages as the land in suburban green pastures."

Specifically, he urged prompt action on the proposal to set aside for industrial development 900 acres of land at North Philadelphia airport, and a start in 1956 on a pilot project of 125 acres in that area. This would include the paving of streets and installation of utilities required by industry. He also proposed that 1200 acres, north of International Airport, be reserved for industrial use.

The Mayor listed a continuous program of improvement at the port and airport as another essential element in the program to improve the city's economic base. He noted that the timetable for port improvements has been advanced, and that airport projects scheduled for 1956 include construction of a new runway designed to handle jet transports.

To these vital points, Commerce Director Fredric R. Mann added six steps necessary to maintain "a healthy, high-level economy" in Philadelphia. Mann's program includes:

1. Encouraging the federal government to maintain a respectable level of national defense expenditures in this area.
2. Encouraging the state government to contribute money and attention to the maintenance of a healthy economy in its greatest city—Philadelphia.



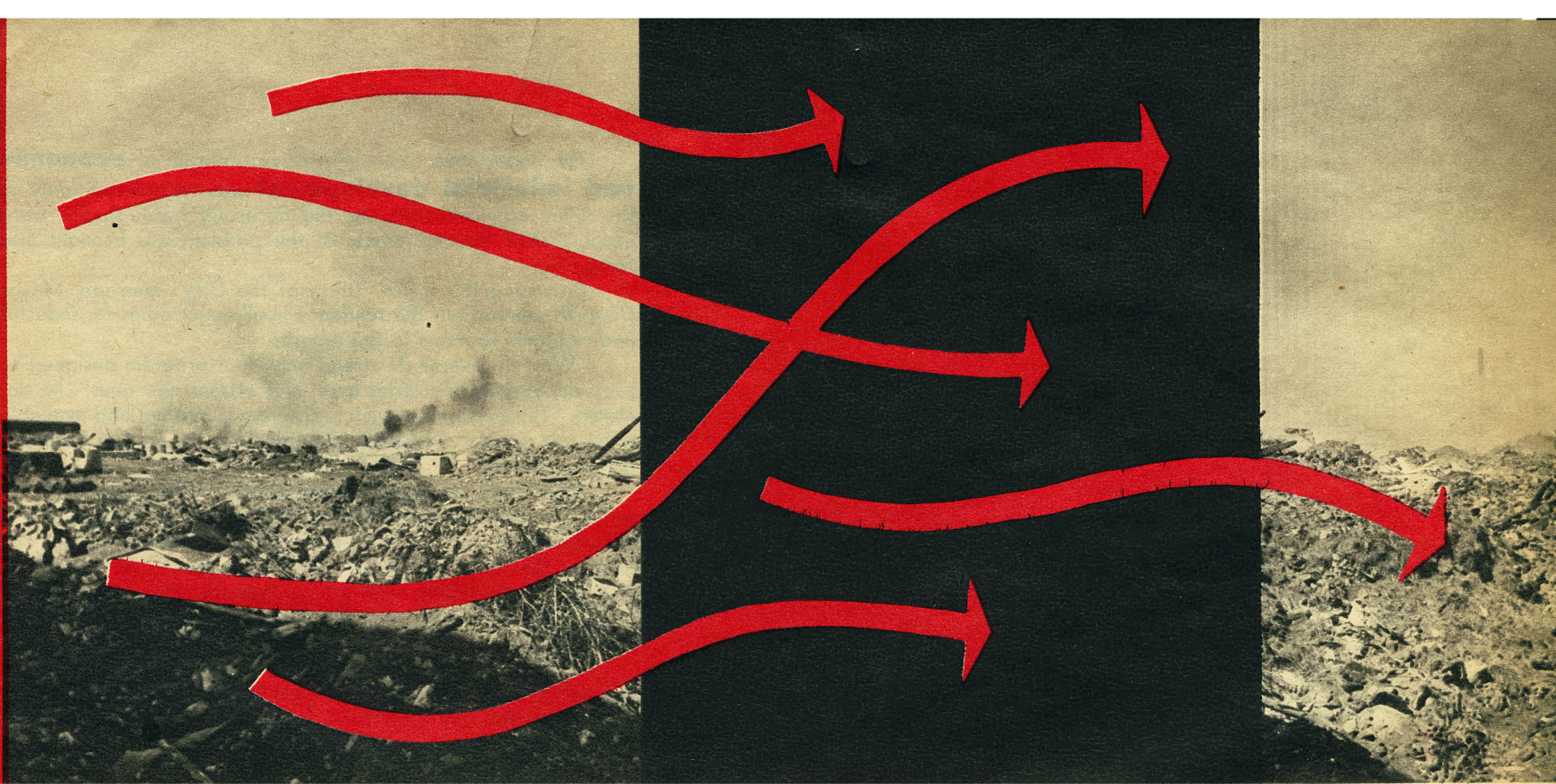
3. Development of the center-city area as headquarters for professional services for industry throughout the area.

4. Assisting, with the aid of federal and state governments, small or pioneering business enterprises, including those developing atomic energy processes.

5. Encouraging development of water, air and rail transportation facilities, as a step toward the solution of mass transit problems.

6. Promotion of living and working conditions (housing, recreation, cultural activities, healthy environment) which will encourage industry to locate here.





### area cooperation

Big-city governments are coming to realize that they cannot solve some of their most pressing problems without the help of neighboring communities. Fortunately, their neighbors also are beginning to recognize the fact that cooperation is no longer merely a goodwill gesture; it is an essential element in any program to ease the growing pains of suburbia.

■ Air pollution does not stop at City Line, nor does the amount of waste material in the Delaware change magically as the river flows past the boundary line between Bucks and Philadelphia counties. The city's daily traffic problem begins in the counties of Bucks, Montgomery and Delaware, and in the State of New Jersey; on sunny weekends the reverse is true. Law-breakers laugh at the invisible lines between jurisdictions

—and with reason, for the attendant confusion benefits them.

Charting a Civil Defense evacuation route is a useless exercise if it must stop where the map changes color. The drift of population and industry to the suburbs is a matter of mutual concern; industrial plants and new families in small communities require an immediate expansion of services which strain the budget until new tax revenues can ease the burden—if they ever do.

■ There are heartening evidences of progress. The emergence of the Delaware River area as an industrial entity has brought a new sense of interdependence to the communities along its banks. A start has been made toward cooperation in Civil Defense plans. Policemen and firemen from neighboring towns are receiving training at Philadelphia's police and fire schools. An inter-county and inter-state network for the apprehen-

sion of criminals has been set up and already has proved its worth.

The city's program to end burning of refuse on open dumps has been aided by permission to dump trash in nearby areas as landfill. Philadelphia water distribution and sewage disposal facilities have been made available to neighboring communities in need of such help.

For all their variety, these are isolated instances and for the most part are developed by department heads in the various governmental units. If our great metropolitan area is to be developed in the best interests of all who dwell in it, a greater cooperative effort in the pooling of resources must be sought and achieved.

■ There must be an area cooperation which will preserve the autonomous character of the governmental units, yet alleviate the waste and confusion induced by artificial boundaries.





**City Council** can rightfully claim credit for much of the city's progress during the past four years—and it shares the heavy responsibility of finding the right answers to remaining problems, assuring that Philadelphia continues to move ahead.

Many important items, from administration to zoning, were initiated by individual Councilmen. They moved against juvenile delinquency, for instance, with laws which included the curfew and the outlawing of switchblade knives. Perhaps one of their most important functions, in all legislative matters, was the provision of the forum of a public hearing where the citizen could register his opinion.

It was Council which pushed to final passage such vital measures as the new Housing and Health Codes, replacing measures which had been in existence for 39 and 40 years, respectively, and the Air Pollution Control Ordinance. Despite a variety of legal obstacles, Council moved ahead with the touchy job of City-County consolidation, bringing the Coroner, County Prisons and City Treasurer under municipal jurisdiction.

One of the most important pieces of legislation enacted was approval of the Code of General Ordinances for the City of Philadelphia. For the first time in the history of the city, all General Ordinances are now codified.



Committee hearings are open to the press and public



Each session opens with a prayer for guidance

Council provided for the establishment of a joint committee on higher educational opportunities in the City of Philadelphia, recognizing the need in that field. In response to public demand, it established a joint committee to survey the economic feasibility of a new municipal sports stadium.

Each year, Council, sitting as a Committee of the Whole, tackled the problem of how much the City should spend, and how much the taxpayers should be asked to pay. Through long all-day and night public hearings and executive sessions they balanced the annual operating budget. Weighing needs against resources, the Councilmen made the final decision as to the budgets for day-to-day operations and for capital improvements.

As the City's legislative body, Council supplied the necessary legislation to enable the administration to initiate and complete its extensive improvement program. The Councilmen exercised their responsibility to reject proposals made by departmental administrators, where they felt projects were unwise, extravagant or unnecessary. Thus the Capital Budget and Program, while having many desirable projects, were screened most carefully on a priority basis before funds were provided for financing.

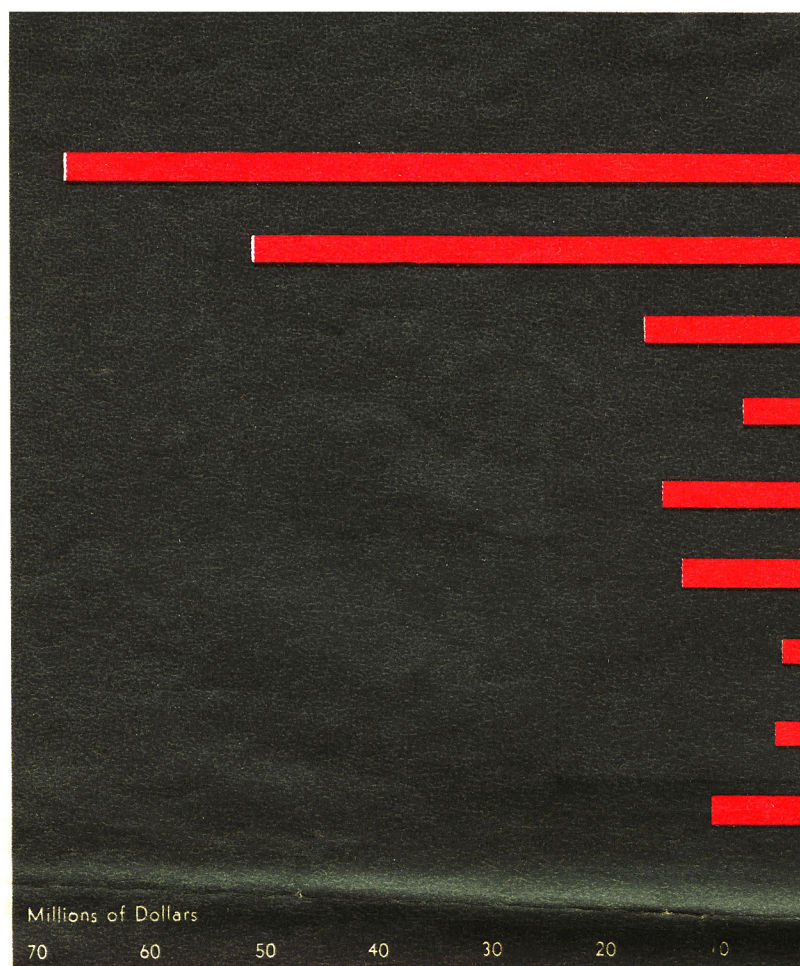
In the years 1952-1955, Council compiled an enviable record under the leadership of James A. Finnegan, and his successor James H. J. Tate, who had been majority floor leader. The legislative body gave approval and impetus to remedies for ancient ills and to plans for meeting the grave problems of the future.

Council will be measured, in the years immediately ahead, by the effectiveness of its attack on the threats to the City's future.

Council President James H. J. Tate







### General Fund Resources—1956 Revenue Sources

Real and Personal Property Taxes

Income, Earnings, Net Profits Taxes

Mercantile License Tax

Other Taxes

Licenses, Fines, Service Charges

Rental of City Owned Utilities

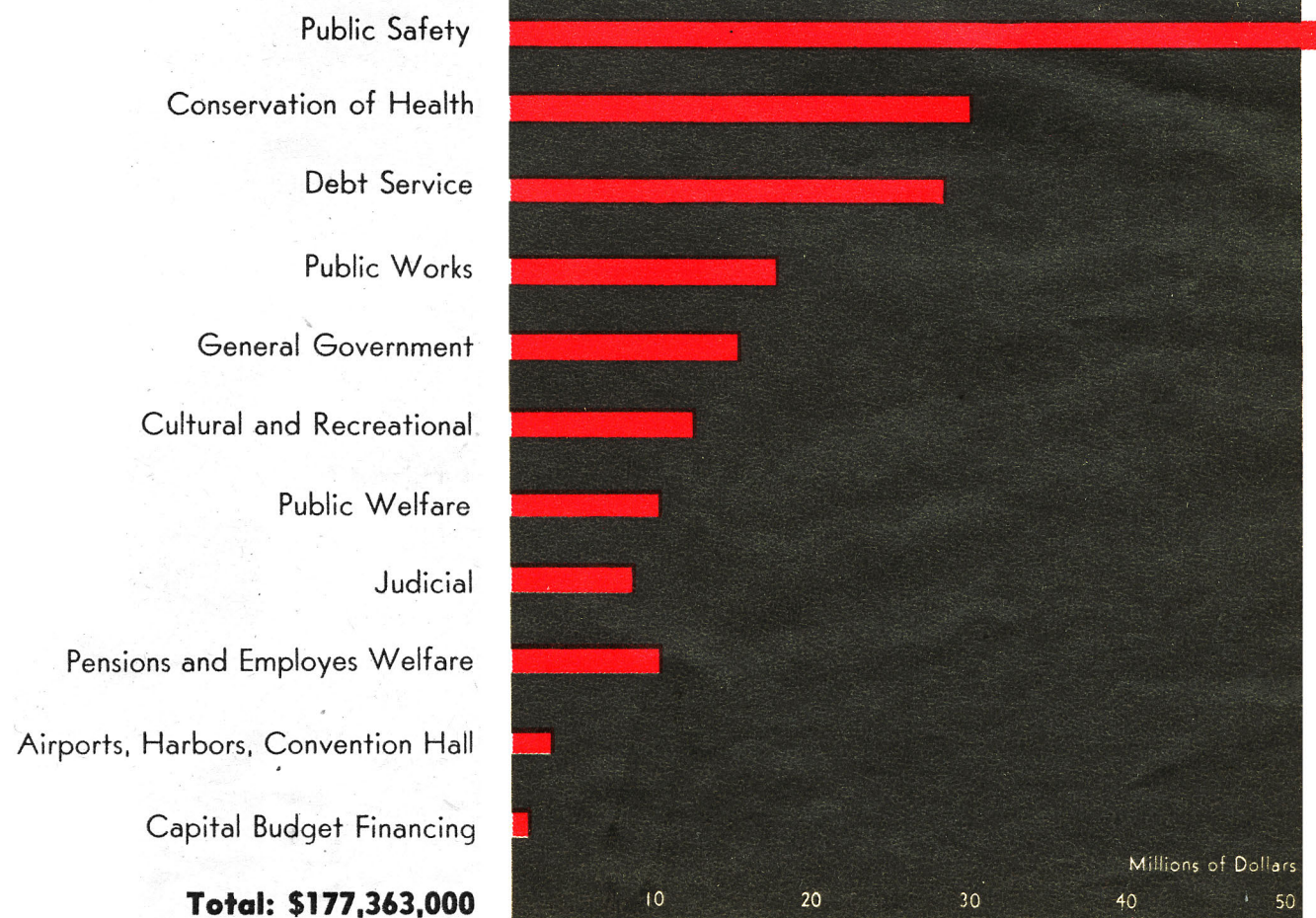
Airports, Harbors, Convention Hall

Other Governmental Units

Surplus from Prior Years' Operations

**Total: \$177,363,000**

### General Fund Appropriations—1956



**Total: \$177,363,000**



**The final obstacle** which must be resolved is lack of sufficient money to pay for the things which Philadelphia must have if it is to move forward. It is a problem Philadelphia shares with every other metropolitan center in the nation.

For example, the city is spending about \$17 million a year, including five million by the Board of Education and three million by the Federal Government, for new housing. Yet slums are growing faster than they can be replaced. A careful and realistic appraisal of the situation in 1955 demonstrated that it would cost in the neighborhood of \$60 million a year to turn the tide.

In his State of the City message Mayor Dilworth stated the problem bluntly:

"It is the sad truth that neither Philadelphia nor any city can afford that kind of money. We must look for help from the State, which never has contributed a dime to help with public housing, and from the Federal Government, where we do not fare too well now.

"We cannot survive as a healthy, growing city unless we get substantial help from both Harrisburg and Washington."

In general, the same statement applies to other major problems of the city, particularly highway construction, industrial development and the expansion of programs to which the State contributes financial aid.

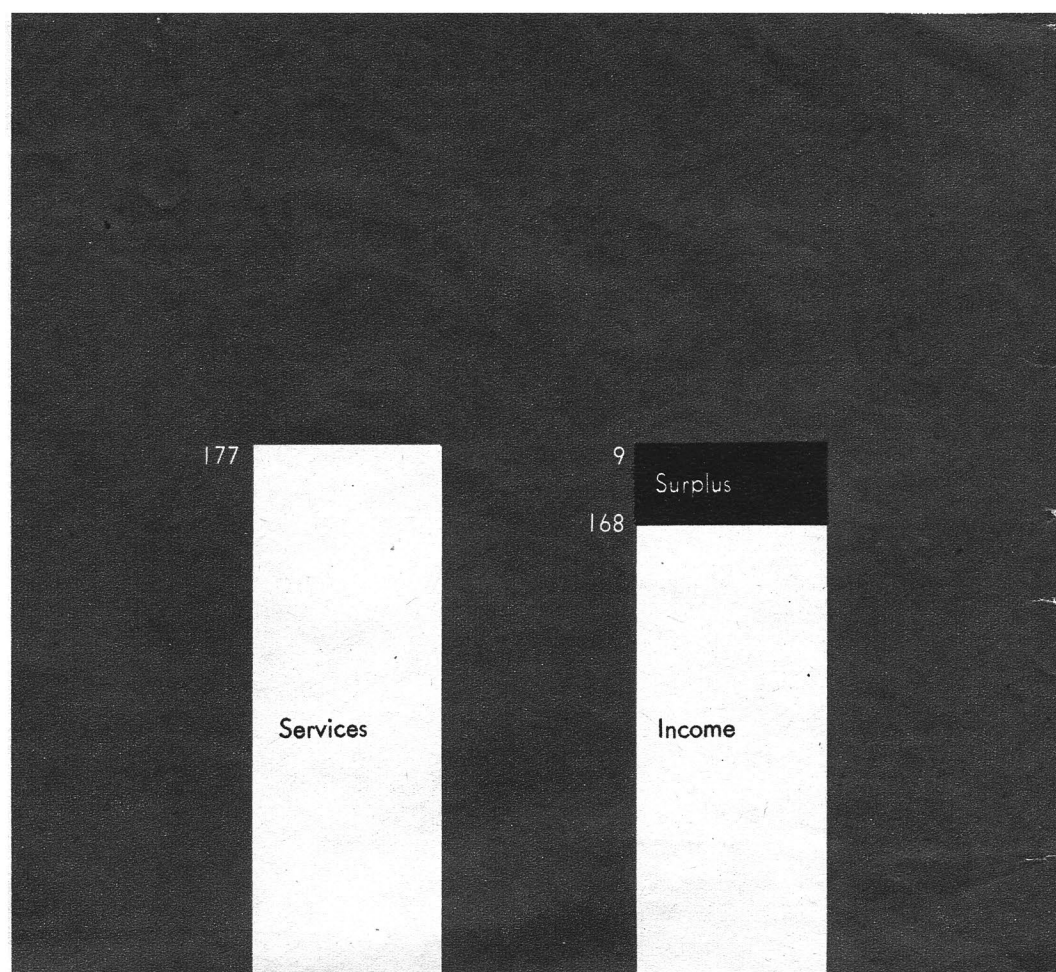
The Mayor pointed out that the situation was aggravated by the fact that 30 years ago the Federal Government took only 25 cents out of each dollar paid by the taxpayer, but today it appropriates 75 cents of each dollar and leaves few fields of taxation to state and local governments.

But even purely local responsibilities present a financial problem. On the opposite page a chart shows where the City's revenue for 1956 is coming from, and for what purposes it is being spent. Even a casual glance shows that present services cannot be improved without increased income.

Mayor Dilworth estimates that about \$30 million extra will be required to maintain a reasonable level of services. The chart on this page shows why.

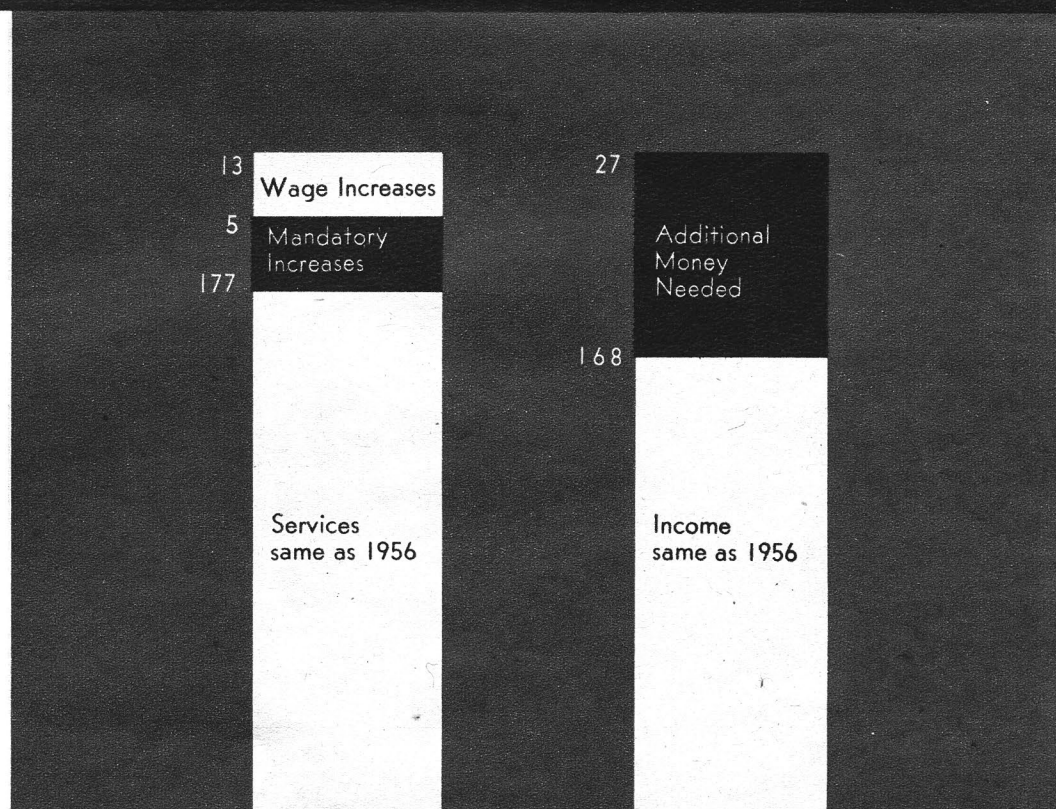
Expenses for 1956 are being met, in part, by a surplus of nine million dollars—a surplus which will not be available in 1957. In addition, mandatory increases in expenses (debt services, pension fund payments, regular pay increases for employees near the bottom of the Civil Service pay scales, and the cost of staffing and putting newly constructed facilities in operation) will amount to more than five million dollars. Wage increases for city employees who now are too far behind workers in comparable positions in private industry will require somewhere between nine and 13 million dollars.

Mayor Dilworth placed the facts before the people in January, 1956, "so that we can have plenty of time and opportunity for the fullest possible discussion and so arrive at a sound decision as to how far we can go and how much the people of our city can afford to pay to achieve our goals."



\$177,000,000 1956 Total

\$177,000,000 1956 Total



\$195,000,000 1957 Total

\$195,000,000 1957 Total



The road ahead for Philadelphia is typified  
by Pennsylvania Boulevard. Leading into the  
heart of the city from the Schuylkill Expressway,  
the new avenue itself is evidence of the  
city government's determination to press  
its attack on metropolitan problems. And the  
new buildings . . . in all stages of construction  
. . . which line the boulevard are tangible  
indications of the business community's  
faith in Philadelphia's future.

